

# STATE OF UTAH

## COMPREHENSIVE ANNUAL FINANCIAL REPORT



FOR THE FISCAL YEAR ENDED JUNE 30, 2004

**State Of Utah**  
**COMPREHENSIVE ANNUAL FINANCIAL REPORT**  
For The Fiscal Year Ended June 30, 2004

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**CONSTITUTIONAL OFFICERS OF THE STATE OF UTAH**

Olene S. Walker..... Governor  
Gayle F. McKeachnie.....Lt. Governor  
Auston G. Johnson, CPA..... State Auditor  
Edward T. Alter, CPA..... State Treasurer  
Mark L. Shurtleff.....Attorney General  
L. Alma "Al" Mansell..... President of the Senate  
Martin R. Stephens..... Speaker of the House  
Christine M. Durham.....Chief Justice, Supreme Court

**OTHER STATE OFFICIALS**

S. Camille Anthony..... Executive Director, Dept. of Administrative Services  
Kim S. Oliver, CPA..... Director, Division of Finance  
Richard K. Ellis.....Director, Office of Planning and Budget  
John E. Massey..... Legislative Fiscal Analyst  
John M. Schaff..... Acting Legislative Auditor General  
Michael E. Christensen.....Director, Legislative Research and General Counsel

**ACKNOWLEDGMENTS**

Report prepared by:  
Division of Finance, Accounting Standards and Financial Reporting Section  
John C. Reidhead, CPA  
Eugene F. Baird  
Lynn G. Bodrero, CPA  
David N. Byg  
Marcie L. Handy, CPA  
Darin C. Janzen  
Brenda W. Lee, CPA  
Lynda B. McLane, CPA  
Deborah S. Memmott  
Gary E. Morris, CPA  
Jason K. Nielsen, CPA  
David H. Pierce, CPA  
Jill Ressler

Special appreciation is given to all of the budget and accounting officers throughout the State whose extra time and effort made this report possible.



**State of Utah**  
**COMPREHENSIVE ANNUAL FINANCIAL REPORT**

For the Fiscal Year Ended June 30, 2004

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**Olene S. Walker**  
Governor

**S. Camille Anthony**  
Executive Director

**Kim S. Oliver, CPA**  
Division Director

# State of Utah

## Department of Administrative Services

### Division of Finance

2110 State Office Building • Salt Lake City, Utah 84114  
Phone: (801) 538-3082 • Fax: (801) 538-3244 • [www.finance.utah.gov](http://www.finance.utah.gov)

November 12, 2004

To the Citizens, Governor,  
and Members of the Legislature  
of the State of Utah:

It is our pleasure to present the 2004 Comprehensive Annual Financial Report of the State of Utah in accordance with Section 63A–3–204 of the *Utah Code*. Responsibility for the accuracy of the data and the completeness and fairness of the presentation, including all disclosures, rests with the State's management. To the best of our knowledge and belief, the enclosed data accurately presents the State's financial position and results of operations in all material respects in accordance with generally accepted accounting principles (GAAP). We believe that all disclosures necessary to enable the reader to gain an understanding of the State's financial activities are included.

**The Report.** The Comprehensive Annual Financial Report is presented in three sections: Introductory, Financial, and Statistical. The Introductory Section contains a list of principal officials, this transmittal letter, and the state organization chart. The Financial Section contains the State Auditor's report; Management's Discussion and Analysis (MD&A); the Basic Financial Statements, which include the government-wide financial statements and fund financial statements for governmental funds, proprietary funds, and fiduciary funds, together with notes to the Basic Financial Statements; Required Supplementary Information, which includes budgetary comparison schedules and information about infrastructure assets; and Supplementary Information, which includes combining financial statements and schedules for individual funds. The Statistical Section provides a history of selected financial and demographic information.

This report includes all funds of the State of Utah and includes all departments, agencies, and other organizational units governed by the Legislature and/or the constitutional officers of the State. In addition to these *primary government* activities, this report includes information related to component units that are financially accountable to the State. Although such information is provided in this report, the MD&A and Basic Financial Statements focus on the primary government and its activities. Separately issued financial statements are available from the significant discretely presented component units and should be read to obtain a better understanding of their financial conditions.

**Management's Discussion and Analysis (MD&A).** The discussion and analysis beginning on page 14 provides an overview and analysis of the State's Basic Financial Statements. This letter of transmittal is intended to complement the MD&A and should be read in conjunction with it.

**Internal Control.** The State's systems of internal control over assets recorded in the accounting system have been designed to provide reasonable, but not absolute, assurance of safeguarding assets against loss from unauthorized use or disposition and to ensure the reliability of financial records for preparing financial statements. The concept of reasonable assurance recognizes that the cost of a control should not exceed the benefits likely to be derived and that the evaluation of costs and benefits requires estimates and judgments by management.

**Independent Auditors.** In compliance with state statute, an annual financial audit of the "State Entity" is completed each year by the Utah State Auditor's Office in conjunction with other independent audit firms. Their audits were conducted in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States. The State Auditor's report on the Basic Financial Statements is included in the Financial Section of this report.

Federal regulations also require the State to undergo an annual “Single Audit” in conformance with the Federal Single Audit Act of 1984, as amended, and the U.S. Office of Management and Budget Circular A-133, *Audits of State and Local Governments and Non-Profit Organizations*. Information related to the Single Audit, including the schedule of expenditures of federal awards, audit findings and recommendations, summary of prior audit findings, and the State Auditor’s report, is issued in a separate report and will be available at a later date.

## PROFILE OF THE GOVERNMENT

**Structure.** As shown in the organizational chart on page 10, state government is divided into three separate branches: legislative, executive, and judicial. The duties of each branch are outlined in the *Constitution of Utah*, which can be amended only by a majority vote of the State’s citizens, and in the *Utah Code*, which can be amended by the Legislature or by citizen initiatives. State government services provided to citizens include building and maintaining roads; providing public safety, health, and environmental protection services to protect the general welfare of the state’s citizens; helping adults, children, and families through difficult times such as abuse, divorce, illness, death, and unemployment; fostering an attractive business climate to encourage economic growth; and protecting public lands and natural resources for conservation and recreational activities. The State also provides significant financial support to its higher education institutions, local governments, and school districts to help those entities meet the specific needs of their constituents.

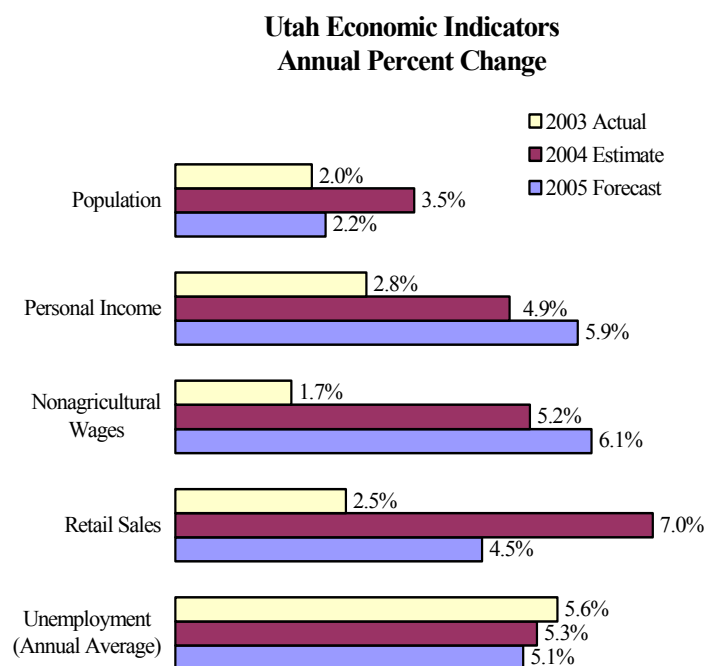
**Budgetary Control.** The *Constitution of Utah* requires that budgeted expenditures not exceed estimated revenues and other sources of funding, including beginning fund balances. Annually, the Governor is required to submit a balanced budget to the Legislature. The Legislature authorizes expenditures in the annual *Appropriations Acts*. The Acts also identify the sources of funding for budgeted expenditures. In the event actual revenues are insufficient to cover budgeted expenditures, the Governor must order budget reductions or call a special session of the Legislature to address budget issues. Adjustments to the budget may also be made throughout the year for changes in departmental or fund revenues so that departments and funds will not end the fiscal year in a deficit position.

**Spending Limitation.** The State has an appropriation limitation statute that limits the growth in the combined appropriations from the General Fund and from income tax revenues for higher education to the relative growth in population and inflation. The appropriations limit was recently revised by the 2004 Legislature as more fully explained in the notes to Required Supplementary Information on page 111. For the fiscal year ended June 30, 2004, the State was \$149.8 million below the appropriations limitation. The State is currently below the fiscal year 2005 appropriations limitation by \$126.9 million.

## ECONOMIC CONDITIONS AND OUTLOOK

**Economy.** Nationally, corporate before-tax profits increased 15.4 percent in 2003 and are expected to rise 13 percent through the end of 2004 as the economy continues to improve. The national unemployment rate is expected to drop to 5.6 percent in 2004 and 5.4 percent in 2005, down from 6.0 percent in 2003. Utah’s economic indicators have resembled national trends, although the State is recovering faster than the nation from the recent economic downturn.

Utah’s unemployment rate is expected to continue its decline, from 5.6 percent in 2003, to 5.3 percent in 2004, and to 5.1 percent in 2005. With the continuing drop in unemployment, personal income and nonagricultural wages are expected to increase 5.9 percent and 6.1 percent, respectively, in 2005. Retail sales are estimated to grow 7.0 percent in 2004, and 4.5 percent in 2005. In 2003, the value of home construction reached an all-time high of \$3.0 billion. Housing is expected to increase even higher in 2004 to \$3.5 billion. It is also expected to remain strong during 2005; at near record highs as low interest rates continue to drive construction. Utah is expected to have a net in-migration in 2004 of 17,600. Utah has had net in-migration for the past 14 years, and this trend is expected to continue in 2005 as well.



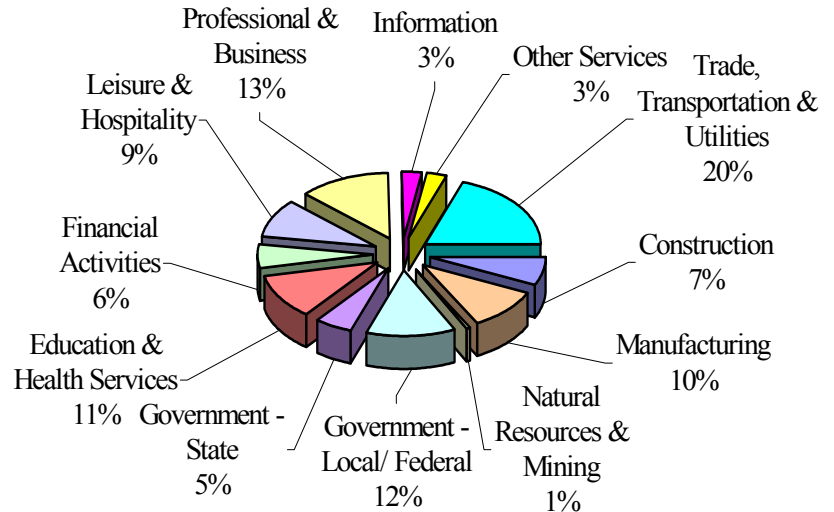
Source: Council of Economic Advisors



**Industries.** Utah's nonagricultural employment is expected to increase 2.6 percent in 2004. From September of 2003 to September 2004, every industry experienced positive employment growth including natural resources and mining (9.0 percent), construction (7.3 percent), professional and business services (6.4 percent), education and health services (3.7 percent), trade, transportation and utilities (2.5 percent), leisure and hospitality (2.5 percent), manufacturing (2.4 percent), information (1.7 percent), state government (1.5 percent), other services (1.2 percent), financial activities (0.9 percent), and local and federal government (0.8 percent). Financial activities jobs increased only slightly from this time last year, when historically low interest rates spurred on a large number of real estate and mortgage transactions. Some industries that had contracted over the past few years are now reversing that trend and expanding. The trade, transportation, and utilities industry added 5,300 jobs; a majority of these are attributable to the retail trade, which added 2,900 new jobs. Leisure and hospitality added 2,500 jobs, and manufacturing added approximately 2,700 jobs. Leisure and hospitality has been aided by a strengthening national economy and an easing of travel fears related to the September 11, 2001 tragedy. Manufacturing has been helped by a falling dollar against foreign currencies, making our manufactured goods more affordable on the world market.

**Outlook.** Utah's economy is expected to continue to improve in the near term. The State's industrial structure continues to be well balanced and diversified with a broad base of businesses and a solid technology and transportation infrastructure. Combined with continued population growth and a young and highly educated workforce, the State is positioned well for positive long-term economic growth.

**Components of Utah's Labor Force  
September 2004**



## MAJOR INITIATIVES

**Public Education.** With an expected influx of approximately 145,000 new students over the next ten years, finding adequate funding for education continues to be a challenge. With this in mind, the Governor and Legislature have instituted programs designed to make the State's education system more efficient with the limited resources available while holding schools and administrators accountable for the resources they receive.

*Performance Plus.* Performance Plus is a competency-based education plan that was launched in Utah's schools in the fall of 2004. This is a \$200 million multi-year program that will be implemented in phases. Senate Bill 230 of the 2004 General Session initiated the first phase of the plan called the Kindergarten–Third Grade Reading Improvement Program. This program will assist children in reading at or above grade level by the end of the third grade. Funding for this program includes \$15 million in state money and \$15 million in local money for fiscal year 2005.

**Public Safety.** Because of its diverse climate and terrain, Utah can experience a variety of natural disasters, including wildfires, landslides, avalanches, floods, and earthquakes. Utah is also not immune from the risk of terror attacks and other devastating deliberate acts of violence. Utah is increasing its state of preparedness for such events in a variety of ways, including the following.

*Utah Wireless Integrated Network (UWIN).* In November 2003, the Governor issued an executive order creating the UWIN Board. UWIN is a wireless intergovernmental network that will leverage existing state resources. The network will provide seamless, coordinated, and integrated communication for local, state, and federal agencies. This will allow public safety agencies the flexibility to communicate on a wide variety of vendor products statewide. On July 6, 2004, the Governor announced the completion of phase I of UWIN, which enables disparate radio systems to communicate with each other. Phase II of the project will focus on data interoperability and is scheduled for completion in early 2005.

*Management and Enhancement of the 911 System.* Effective July 1, 2004, House Bill 36 of the 2004 General Session imposed a fee on wireless and land-based telephones to create a statewide emergency 911 system capable of geographically locating a wireless telephone user's location in an emergency.

**Natural Resources.** Due to its arid climate and six consecutive years of below average rain fall, Utah's reservoir levels statewide are well below normal and 21 of the State's 29 counties are experiencing extreme drought conditions. The negative impact to Utah's agricultural economy is projected at \$133 million this year alone. The Governor's water conservation team, consisting of members of both state and local governments, oversees various programs to ensure adequate water supplies for Utah's citizens.

*Slow the Flow.* The Slow the Flow campaign seeks to educate residents about the need to conserve water and provides tips for water conservation. The campaign, which began in 2001, includes television and radio public service announcements, water bill inserts, brochures, posters, and media relations activities. The goal of the campaign is to reduce water consumption by 25 percent by 2050. Since its inception, the campaign has helped to reduce water consumption by 15 percent despite population growth and the dry summers the State has been experiencing.

**E-Government.** Under the direction of the State's Chief Information Officer, the State's information technology professionals, department heads, and others continue to make great progress on achieving the Governor's vision of using technology to make state government services more efficient and accessible. The State currently offers well over 100 services with live 24/7 customer support on its Web site [Utah.gov](http://Utah.gov). Utah continues to routinely add more online services and was recently named one of the top-10 digitally advanced state governments in the nation by the Center for Digital Government. The following are a sample of online services added by the State in the past year.

*Utah Cares.* Utah Cares is a free, confidential tool that helps families and individuals in need find services in areas such as food, clothing, health, childcare, housing, transportation, and financial assistance. Through an easy to understand menu of services and questions, those seeking assistance can quickly find resources available to them in their local community.

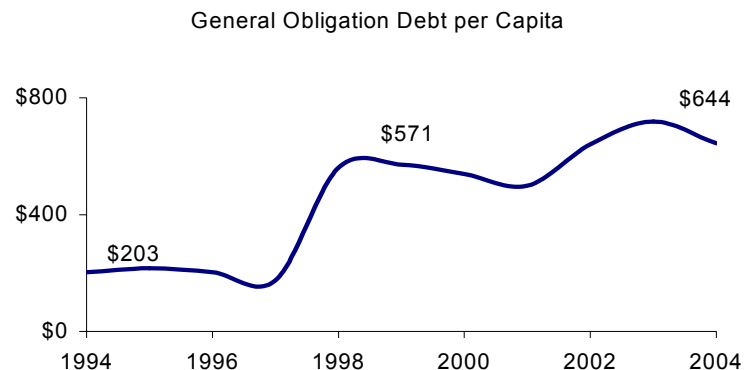
*Careers.utah.gov.* This Web site is a comprehensive school-to-retirement career exploration and planning solution. The information will assist students in selecting the most appropriate courses to prepare for work, technical training, and/or college. It will also assist post-secondary students who enter the workforce after graduation, as they need current useful information on occupational choices that match employer needs. Unemployed workers can benefit, as they may need similar labor market intelligence to provide them with information on possible retraining to prepare them to reenter the labor market.

*Utah Job Match.* Utah Job Match is the State's new online recruiting system designed to provide greater access and ease of use to those applying for state jobs. The system allows applicants the ability to apply for state jobs at any time and provides them a more effective method of tracking their applications through the recruitment process.

## FINANCIAL INFORMATION

**Cash Management.** As further explained in Notes 1, 3, and 4 to the Basic Financial Statements, cash is controlled by the State Treasurer or by other administrative bodies as specified by law, and investments are made in compliance with the State Money Management Act (*Utah Code*, Title 51 Chapter 7). All cash deposited with the State Treasurer by state entities is managed in pooled investment funds to safeguard assets and to maximize interest earnings. The Treasurer invests the cash, including the cash float, in short-term securities and other investments such as certificates of deposit, obligations of the U.S. Treasury, commercial paper, and repurchase agreements. Certain investment pools may invest in corporate bonds and equity securities.

**Debt Administration.** The State's general obligation bonded debt jumped significantly in 1998 due to issuing bonds for highway construction, mostly for rebuilding I-15 in Salt Lake County. Total general obligation debt remained fairly stable from 1999 through 2001. In fiscal year 2002 and 2003, under budget constraints coupled with a low interest rate environment, the State elected to increase its debt by issuing more bonds for highway and building projects that otherwise would have been funded from current revenues. During fiscal year 2004, the State advance refunded \$316.485 million of general obligation bonds to take advantage of continued low interest rates, but did not issue any other general obligation bonds. More information about the State's long-term debt is found in Note 10 to the Basic Financial Statements.





**Risk Management.** The State is self-insured against certain property and liability claims. The Legislature established the Risk Management Fund to pay for commercial insurance or to accumulate reserves for the self-insured portion of certain property and liability risks. Revenues are generated from premiums charged to state departments, institutions of higher education, and local school districts. The property self-insurance limits for fiscal year 2004 were \$1 million per claim, with an annual aggregate of \$2.5 million per policy year. Generally, claims over the self-insured limits are covered by policies with private insurance companies.

**Pension Plans.** The Utah Retirement Systems (URS) defined benefit pension systems' combined total net assets increased by \$2.8 billion, or 24.3 percent during calendar year 2003. The increase was primarily due to the increase in equity markets and increasing retirement contributions. As a result, the average funded ratio of all systems increased from 92.8 percent at the beginning of 2003 to 93.1 percent at December 31, 2003. Operations of the pension systems continue to be managed based on sound actuarial funding principles, thus protecting participants' future benefits. Although increases in required contribution rates are expected in the near term, the pension systems are poised for the opportunities and growth an improving national economy will bring.

## CERTIFICATE OF ACHIEVEMENT

The Government Finance Officers Association of the United States and Canada (GFOA) awarded the *Certificate of Achievement for Excellence in Financial Reporting* to the State of Utah for its comprehensive annual financial report for the fiscal year ended June 30, 2003. This was the nineteenth consecutive year the State has achieved this prestigious award.

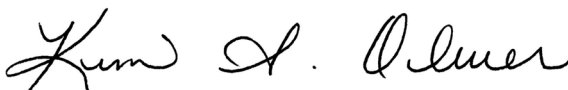
In order to be awarded a Certificate of Achievement, a government must publish an easily readable and efficiently organized comprehensive annual financial report. This report must satisfy both accounting principles generally accepted in the United States of America and applicable legal requirements.

A Certificate of Achievement is valid for a period of one year only. We believe that our current comprehensive annual financial report continues to meet the Certificate of Achievement Program's requirements, and we are submitting it to GFOA to determine its eligibility for another certificate. We are committed to this effort, and we intend to maintain a highly qualified and professional staff to make this certification possible.

## CONCLUSION

We hope this report provides data useful in evaluating the financial activity of the State of Utah. We express our appreciation to the budget and accounting officers throughout state government and to the State Auditor's Office for their dedicated efforts in assisting us in the preparation of this report.

Sincerely,

A handwritten signature in black ink, appearing to read "Kim S. Oliver". The signature is fluid and cursive, with the first name "Kim" being the most prominent.

Kim S. Oliver, CPA  
Director of Finance

# Certificate of Achievement for Excellence in Financial Reporting

Presented to

## State of Utah

For its Comprehensive Annual  
Financial Report  
for the Fiscal Year Ended  
June 30, 2003

A Certificate of Achievement for Excellence in Financial Reporting is presented by the Government Finance Officers Association of the United States and Canada to government units and public employee retirement systems whose comprehensive annual financial reports (CAFRs) achieve the highest standards in government accounting and financial reporting.



A handwritten signature in black ink, appearing to read "Edward Haney".

President

A handwritten signature in black ink, appearing to read "Jeffrey R. Enen".

Executive Director

# State of Utah Organization Chart

